



DATE: January 15, 2021

TO: Eric Holmes, City Manager

FROM: Rebecca Kennedy, Long Range Planning Manager
Ryan Lopossa, Streets and Transportation Manager

RE: **WESTSIDE BIKE MOBILITY PROJECT and PAVEMENT MANAGEMENT
2021 IMPLEMENTATION – COLUMBIA STREET**

CC: Chad Eiken, Community and Economic Development Director
Brian Carlson, Deputy City Manager
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Anna Dearman, Senior Transportation Planner
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This memo provides an update of the Westside Bike Mobility Project, which will take place in close coordination with the City's annual Pavement Management Program. Importantly, to maximize efficiencies in costs and construction management, project implementation and pavement work for the full corridor are now scheduled for 2021. This memo includes:

- A review of the Westside Bike Mobility Project purpose and development
- Total preliminary estimated costs and funding for Mobility Project improvements and Pavement Management work for Columbia Street, Columbia Way to West 45th Street
- Implementation tasks in general chronological order:
 - Completion of Mobility Project design, now in final stages, and continued outreach
 - Multiple Pavement Management improvements throughout the corridor, including resurfacing, microsurfacing and ADA-ramp updates. Please note: Pavement Management elements are bid and managed under multiple contracts, as part of the citywide annual Pavement Management Program.
 - Mobility Project improvements, mitigation and assessment. An attachment of the overall corridor is also included with this memo.

BACKGROUND: WESTSIDE BIKE MOBILITY PROJECT

The Westside Bike Mobility Project is informed by several existing policies and plans previously adopted by Council, including the City's 2016-2021 Strategic Plan, Complete Streets Policy (2017), Westside Mobility Strategy (2016) and Transportation System Plan (2004). The purpose of the project is to develop a network of north-south bike routes west of Interstate 5, including at least one route appropriate for all ages and abilities that connects neighborhoods between the Burnt Bridge Creek Trail and the Waterfront. Over the past three years, the City has sought to identify a network of north-south

multimodal corridors that would improve safety, connectivity, and transportation options for people traveling to and through Vancouver's westside. The project's community engagement efforts were initially focused on improving bicycle connectivity by identifying perceived barriers to biking, as well as possible travel destinations. The next phase focused on the proposed network and design concepts, noting tradeoffs such as parking removal. For the third phase, the City convened a Community Advisory Committee (CAC) to help identify design concepts while considering feedback and concerns.

Overall, the community engagement process illustrated and reflected the challenges inherent to balancing differing values, perspectives and needs while making changes to existing infrastructure. Further, public input demonstrated the need to expand and develop compelling ways of engaging residents and business within project areas and communitywide early in the design process, while conveying clear information about options and associated potential benefits and impacts. These lessons will continue to inform ongoing communications in the coming stages of the project.

As a result, to meet the project's vision and goals and respond to community interests and concerns, the project itself was expanded with more comprehensive safety and mobility improvements for all users, whether walking, biking, using a wheelchair or other mobility device, driving, or taking transit. A thorough post-implementation assessment will also be included in the Mobility Project.

TOTAL PRELIMINARY ESTIMATES | FUNDING

Westside Bike Mobility Project: Current estimate for the safety and mobility corridor improvements from Columbia Way to 45th Street is approximately \$1 million, based on the final design. In anticipation of an opportunity to maximize efficiencies, the City applied for a competitive Washington State Department of Transportation (WSDOT) Pedestrian and Bicycle Program grant to cover costs of the project's corridor safety and mobility improvements. Funding for this WSDOT grant program is provided through legislative approval of the 2021-23 state transportation budget. Grant awards are anticipated to be announced by mid-2021, per WSDOT. A City budget request for the project was also approved for the 2021-2022 biennium should the grant application be unsuccessful.

Note: Timing of the WSDOT grant award, if the application is successful, may potentially affect the Westside Bike Mobility Project implementation schedule slightly, though is not expected to affect the schedule for Pavement Management work at this time.

Pavement Management: Preliminary pavement management costs for Columbia Street, from Columbia Way to 45th Street, are currently estimated at a total \$2.43 million, which includes ADA-compliant ramps, microsurfacing, paving, and striping along an approximately 2.25-mile corridor. Engineering estimates for pavement work will be further refined with Westside Bike Mobility Project design completion, and costs are ultimately determined by bid awards. As previously noted, these pavement management elements are bid and managed under multiple contracts for resurfacing, microsurfacing, ADA ramps, as part of the citywide annual Pavement Management Program. This provides for greater efficiencies in cost and construction management.

Traffic Signal Upgrade 13th Street: The City's six-year Transportation Improvement Program (TIP) had already identified the need for a traffic signal upgrade at Columbia Street and 13th Street, prior to development of the Westside Bike Mobility Project. This

signal upgrade will now be completed as a separate project in coordination with mobility improvements. A general estimate of \$300,000 will be refined as design is completed.

DESIGN COMPLETION | CONTINUED COMMUNITY ENGAGEMENT

The Westside Bike Mobility Project design is currently in its final stages of completion in preparation for bid advertisement and award. Upon completion, final design information will be posted on the project website and shared through City communications channels.

The next phase of active community outreach on the project starts in January 2021.

- City staff will be sharing information in this memo, including the updated implementation schedule, with the Transportation and Mobility Commission (TMC), neighborhoods and project stakeholders, as well as on the project webpage.
- Presentations are planned for the TMC and neighborhood associations, starting this January. These will be conducted virtually, under current COVID-19 guidelines.
- With COVID-19 precautions limiting in-person efforts, other outreach in advance of project implementation will include: postcards mailed to residents and businesses along the corridor and adjacent side streets; temporary yard signs at locations along the corridor to alert passerby; emails to stakeholders; and information posted on Nextdoor and other social media (Facebook, Twitter and Instagram).
- Vancouver’s Urban Forestry staff will work with residents and businesses along the corridor to identify options/preferences for new street trees to be planted as part of the project. Images of the types of trees will be shown on the webpage.
- Presentations to neighborhoods and stakeholders will also be conducted in partnership with the Pavement Management Program, as noted below.

2021 PAVEMENT MANAGEMENT PROGRAM | COLUMBIA STREET

The City of Vancouver maintains approximately 1,900 lane miles of paved streets. Each year, the Pavement Management Program evaluates pavement conditions and determines the most cost-effective methods to extend pavement life and improve surface conditions. In 2020, the City’s plans for resurfacing and pavement rehabilitation, including Columbia Street, were delayed due to impacts resulting from COVID-19 and 2019 voter approval of Initiative 976 (I-976). A state court later overturned I-976, thus allowing Transportation Benefit District vehicle license fee funding. A full Pavement Management Program is now planned for 2021, which will include Columbia Street from Columbia Way to 45th Street.

- **Microsurfacing – Columbia Way to Mill Plain Boulevard:** Based on existing pavement conditions, microsurfacing is planned for this section of Columbia Street. Microsurfacing forms a thin shell over the existing asphalt surface, preserving and extending the life of underlying pavement. A quick-setting emulsion allows traffic to begin using the new surface fairly soon after application. As the product cures, the surface becomes smoother. Microsurfacing is typically used on higher volume streets.
- **Resurfacing – Mill Plain Boulevard to 45th Street:** Based on pavement conditions, this section of Columbia Street will be repaved. This work will include grinding or milling off the top surface of the existing pavement, followed by paving with hot mix asphalt.
- **ADA-compliant Pedestrian Curb Ramps:** Upgraded ADA-compliant curb ramps are currently planned for 43 locations along the corridor: nine from Columbia Way to Mill Plain Boulevard, 22 from Fourth Plain Boulevard to West 33rd Street, and 12 from West 33rd Street to West 45th Street. Note: Many of these are bi-directional corners,

which will receive two upgraded ramps. Ramps that already meet current ADA standards are not included in this coming Pavement Management Program work.



- **General Pavement Management Timeline** (see graphic above):
 - **Tree and Vegetation Trimming:** The City’s contractor, a professional tree care company with an ISA Certified Arborist on staff, will be trimming vegetation and trees along the street in spring 2021. This work will follow nationally recognized pruning standards and will be done where needed to allow room for construction equipment and crews to safely and effectively microsurface/pave.
 - **ADA-Compliant Ramps:** Accessibility upgrades to curb ramps that do not meet current ADA standards will start this spring, prior to paving and microsurfacing.
 - **Pavement Preparations:** Where needed, crews will be sealing cracks, patching potholes, and rebuilding badly damaged areas in advance of pavement work.
 - **Pavement Resurfacing (Paving) and Pavement Preservation:** Milling/grinding of existing top surface of pavement, followed by resurfacing (Mill Plain Boulevard to West 45th Street) is currently anticipated to begin in early summer. Microsurfacing (Columbia Way to Mill Plain Boulevard) typically occurs after July 1.
 - **Final Steps:** Following pavement work, speed tables will be constructed and pavement markings/striping, such as bike lanes and crosswalks, will be added according to the Mobility Project final design. Other pavement markings, such as bike boxes, will be completed with the Mobility Project implementation.
- **Pavement Management Communications and Outreach:** Extensive communications are an important component of the Pavement Management Program. This includes:
 - Residents and businesses along Columbia Street, Columbia Way to 45th Street, will receive a mailed notice in spring 2021 outlining coming pavement work.
 - Public Works staff will be connecting with Neighborhood Associations where pavement work is planned to offer presentations and answer questions.
 - Adjacent residents and businesses will also receive notices directly at their doors during key steps throughout the process, including in advance of vegetation/tree trimming, at least seven days in advance of respective paving or microsurfacing, and again about 24-48 hours in advance of the scheduled pavement work.
 - Electronic message boards, news releases and social media are also planned to help alert others who frequently travel the corridor where work is occurring.
 - Prior to work beginning and until Pavement Management is completed, Public Works staff will provide ongoing information and updates on the City’s website and in emails to Neighborhood Association leaders and Westside Bike Mobility Project stakeholders. Information will also be distributed through the Office of Neighborhoods, Nextdoor, social media and other communications channels.

- As is currently done with all City construction projects, Public Works Construction Services and Communications staff will assist with regular updates and information to adjacent properties and stakeholders during installation of Westside Bike Mobility Project improvements. Coordination of this outreach has already begun.



Mobility Project Improvements: Columbia Street and McLoughlin Blvd

WESTSIDE BIKE MOBILITY PROJECT IMPLEMENTATION | IMPROVEMENTS

Following Pavement Management work, bicycle facility improvements for the Westside Bike Mobility Project will be implemented, as described below. Please note that these elements may change slightly as the design is finalized. *(Please see Memo attachment for map and additional information illustrating coming Mobility Project improvements.)*

- **Between Columbia Way and West 8th Street:** Bicycle and pedestrian wayfinding symbols (sidewalk markings) will be added to enhance visibility of the existing shared use path on the west side of Columbia Street. Signage will be added to indicate that the shared use path is a pedestrian priority zone and that other users should move slowly. Existing on-street north/south bike lanes and on-street parking will be retained as they currently exist.
- **Between West 8th Street and West 12th Street:** A parking-protected bike lane will serve those biking northbound and a protected bike lane will serve the southbound bicyclists. Parking will be removed on the west side of Columbia Street between West 8th and 11th streets. On-street parking will be relocated from the west to the east side of Columbia Street between West 11th and 12th streets.
- **Between West 12th Street and West 13th Street:** Protected northbound and southbound bike lanes will be used. (On-street parking does not currently exist here.)
- **Between West 13th Street and Mill Plain Boulevard:** The project will provide a buffered bike lane northbound, maintain on-street parking on the east adjacent to the Veteran’s Assistance Center (VAC), add a dedicated drop-off zone to serve VAC, and use sharrows for southbound bicyclists and drivers on Columbia Street in this section.

- **Between Mill Plain Boulevard and West 45th Street:** Protected bike lanes will be provided for northbound and southbound travel. On-street parking will be removed from both sides of Columbia Street through this section.



Mobility Project Improvements: Columbia Street and West 24th Street

ADDITIONAL SAFETY AND MOBILITY INFRASTRUCTURE IMPROVEMENTS: The following improvements, identified through the outreach process to improve safety for all users, will be implemented in 2021 with Pavement Management and the Mobility Project:

- **Columbia Street and West 8th Street:** Two-stage left-turn boxes will be added for those on bikes turning left on Columbia Street from West 8th Street, as well as those continuing north on Columbia from the shared use path adjacent to Esther Short Park.
- **Columbia Street and West 13th Street:** This upgrade will provide new accessible pedestrian signals, as well as ADA-compliant curb ramps, at this intersection. As noted under the funding information above, this is a separate 2021 transportation project that will increase accessibility and safety for all users.
- **Columbia Street at Mill Plain Boulevard and West 15th Street:** Signal replacement and improvements will occur as part of a separate, upcoming WSDOT SR 501 project.
- **Columbia Street and Fourth Plain Boulevard:** The traffic signal here will be improved to allow for bicycle detection.
- **Columbia Street at West 8th Street, Evergreen Boulevard, McLoughlin Boulevard, and Fourth Plain Boulevard:** Signal modifications will be made to allow additional time for people walking and using mobility devices to cross the street (Leading Pedestrian Intervals) before signals change for drivers.
- **Columbia Street, Mill Plain to Fourth Plain boulevards:** New speed tables will replace existing speed humps in this segment of Columbia Street, smoothing the ride for people biking and driving, while slowing speeds and calming traffic.

- **Crosswalk Improvements (multiple locations):** Following Pavement Management work, pavement markings will be applied so that all existing Columbia Street crosswalks will be the new ladder-style crosswalks. In addition, an engineering and lighting analysis is underway to determine new locations for ladder-style crosswalks. These locations are anticipated to be determined in the final design.
- **Street Light Upgrades (multiple locations):** The project proposes to add new LED street lights at pedestrian crossings throughout the corridor where needed, based on final design.
- **Bicycle Pavement Markings (multiple locations):** Pavement markings for green “crossbikes,” similar to crosswalks but for people biking, are proposed to be added on Columbia Street at West 13th Street, McLoughlin Boulevard and West 33rd Street.
- **Bike Boxes (multiple locations):** Bike boxes, which improve visibility of people biking by placing them at the front of vehicular traffic waiting at signals, will be added at several intersections, including West 8th Street, Evergreen Boulevard, Mill Plain Boulevard, West 15th Street, McLoughlin Boulevard, Fourth Plain Boulevard, West 33rd Street and West 39th Street.
- **Bicycle and Pedestrian Counters (multiple locations):** Automated bicycle and pedestrian counters will be added along the Columbia Street corridor at up to two locations, with final locations to be determined.

MOBILITY PROJECT MITIGATIONS

Based on the extensive community outreach process to date, the mitigation measures below will also take place as part of the Mobility Project implementation in 2021:

- Add four new speed tables between Fourth Plain Boulevard and West 45th Street
- Increase long-term parking on Mill Plain Boulevard and West 15th Street for staff and visitors at the Veteran’s Assistance Center (VAC)
- Plant additional street trees along the corridor in partnership with Urban Forestry
- Add loading zones on alternating sides street along Columbia Street to accommodate deliveries, including for U.S. Postal Service (USPS)
- Develop a residential parking program to provide designated ADA-compliant parking spaces on surrounding streets where needed to serve those impacted by on-street parking removal from Columbia Street
- Coordinate with service providers such as C-TRAN, USPS, Vancouver School District, and Waste Connections, to assure that safety and mobility improvements do not negatively impact services. Staff will continue to meet with service providers through the final stages of project design, construction, and after implementation to address any needed mitigation measures to minimize service impacts.
- Reduction of the existing speed limit from 25 to 20 MPH was proposed along the project area. Staff continues to work with federal and state partners to understand requirements related to speed reductions on arterial streets. This proposed Mobility Project element is still being reviewed.

MOBILITY PROJECT ASSESSMENT | ONGOING NEIGHBORHOOD FOCUS

Following construction and installation of the project's safety, mobility and connectivity improvements, City staff will undertake a thorough project assessment, including vehicle speeds and volume counts, walking and biking counts in the corridor, parking utilization studies, and resident and business surveys. Results of the assessment will be used to help guide the implementation of other future projects.

City staff will also continue to work with residents to find ways to mitigate potential parking impacts. Identified options include providing one-on-one technical assistance to individual property owners interested in making improvements to their properties in order to create additional off-street parking spaces. Similar assistance is already provided to businesses through the City's Pre-Lease Program. In addition, City Parking Management staff will continue to work with Hough Elementary to address parking needs.

Another potential mitigation tool is establishing a neighborhood parking permit program. Considerations would need to include neighborhood support, administration and enforcement costs, and opportunities to provide low-cost or free permits to low-income and moderate-income residents and those with mobility challenges.

SUMMARY

The Columbia Street component of the Westside Bike Mobility Project, to be implemented in 2021, will provide expanded comprehensive safety and mobility improvements for all users traveling on Columbia Street, from Columbia Way to West 45th Street. This project will be coordinated with the 2021 Pavement Management program, which will upgrade curb ramp accessibility where needed and improve or preserve pavement conditions. Active community outreach and information will continue throughout the project.

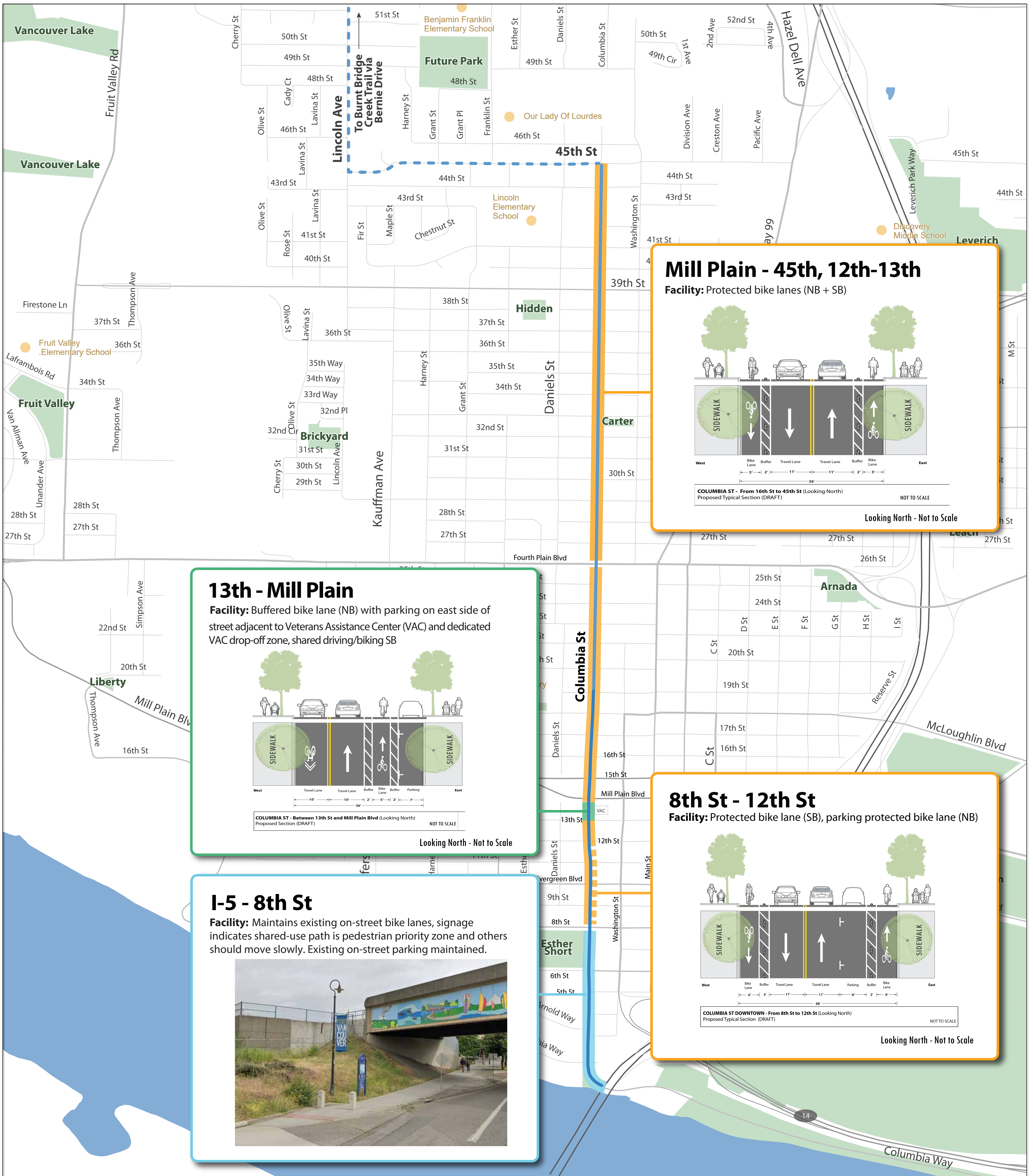
Further, the Columbia Street project commits to a thorough assessment of the project following implementation, to continually improve efforts here and help guide similar projects elsewhere in the future. Following completion, assessment findings will be posted on the City's website to share with the community.

The broader Westside Bike Mobility Project anticipates potential future improvements on other north/south corridors as opportunities arise. With the development of a new Transportation System Plan anticipated to be completed approximately by the end of 2022, the City will continue to consider solutions to improve traffic safety, mobility and accessibility for all users of its transportation system citywide. This in-depth planning and policy development effort will offer Vancouver residents and businesses additional opportunities to help shape efforts to address sidewalk and bike facility improvements, accessibility improvements at intersections, changes to posted speed limits, enhanced lighting and more. Community engagement is being encouraged through the online *Vancouver Moves* Open House at www.beheardvancouver.org.

More information about the Westside Bike Mobility Project is available at www.cityofvancouver.us/BikeMobility.

More information about the City's Pavement Management Program is available at www.cityofvancouver.us/Pavement.

ATTACHED: Columbia Improvements Brief Overview/Route Map 2021



WESTSIDE BIKE MOBILITY PROJECT ROUTE OPTIONS

January 14, 2021 DRAFT

- Columbia Corridor
- 45th Connector
- Shared Use Path
- Buffered Bike Lane/Shared Lane
- Protected Bike Lane
- Parking Protected Bike Lane

- Schools
- Waterbodies
- Parks



Data provided by the City of Vancouver

